

Wyoming Department of Corrections Annual Report

REPORT PERIOD: FY2010 (July 1, 2009 through June 30, 2010)

GENERAL INFORMATION:

Agency: Wyoming Department of Corrections

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Other locations: Afton, Buffalo, Casper, Cheyenne, Cody, Douglas, Evanston, Gillette, Green River, Jackson, Kemmerer, Lander, Laramie, Lusk, Lyman, Newcastle, Pinedale, Powell, Rawlins, Riverton, Rock Springs, Sheridan, Sundance, Torrington, Wheatland, Worland

Year established and reorganized: The Wyoming Department of Corrections (WDOC) was established in 1991 as part of the reorganization of Wyoming state government. WDOC assumed management of the four state penal institutions that had previously been under the administration of the Board of Charities and Reform, which was created in 1889, and the Department of Probation and Parole, which was created in 1941. WDOC continued to provide support to the Board of Parole until 2003 when the Board became a separate operating agency.

Statutory references: W.S. §§ 9-2-2012; 25-1-104; 25-1-105

Additional references at: W.S. §§ 7-13-103 through 108; 7-13-301 through 307; 7-13-401 through 411; 7-13-418 through 424; 7-13-501 through 504; 7-13-701 through 702; 7-13-801 through 807; 7-13-901 through 915; 7-13-1001 through 1003; 7-13-1101 through 1107; 7-13-1301 through 1304; 7-13-1401; 7-13-1501; 7-15-101 through 105; 7-16-101 through 7-16-311; 7-18-101 through 115; 7-19-101 through 7-19-603; 7-22-101 through 115; 9-1-701 through 9-1-710; 9-2-2701 through 2706; 25-1-201; 25-2-101 through 104

Organizational structure: Division of Central Services, Division of Field Services, Division of Prisons, Administration, Investigations, and Policy and Planning

Clients served: Offenders sentenced by the courts to serve prison sentences, released to parole by the Parole Board, or placed on probation by the courts (including offenders from other states who transfer to Wyoming under the standards of the Interstate Commission on Adult Offender Supervision)

WYOMING QUALITY OF LIFE RESULTS STATEMENTS:

- Wyoming families and individuals live in a stable, safe, supportive, nurturing, healthy environment.
- Wyoming state government is a responsible steward of State assets and effectively responds to the needs of residents and guests.

CONTRIBUTION TO THE WYOMING QUALITY OF LIFE:

- The Wyoming Department of Corrections (WDOC) contributes to the Wyoming quality of life by providing for the safety of families and individuals through effective management of offenders in prison and in the community.
- In as cost-effective manner as possible, using research-based approaches, offenders are given opportunities to become law-abiding citizens, while the department assists in addressing the needs of victims and the public.

BASIC FACTS ABOUT THE WYOMING DEPARTMENT OF CORRECTIONS:

WDOC operates five adult prisons (four male facilities: the Wyoming Honor Conservation Camp and Boot Camp (WHCC) in Newcastle, the Wyoming Honor Farm (WHF) in Riverton, the Wyoming Medium Correctional Institution (WMCI) in Torrington, and the Wyoming State Penitentiary (WSP) in Rawlins; and one female facility: the Wyoming Women's Center (WWC) in Lusk). The department also contracts with three adult community corrections centers (Casper, Cheyenne, and Gillette). WDOC is responsible for the statewide supervision of adult probation and parole offenders with 25 field offices across the state.

FY2010 Staffing

1,291 FTEs
3 part-time employees
10 AWECS

1,304 Total Staff*

FY2010 Budget

General Funds	\$88,893,966
Federal Funds	\$830,743
Other Funds	\$5,668,780

Total **\$95,393,489**

*Staff total does not include contracted service providers
such as medical staff

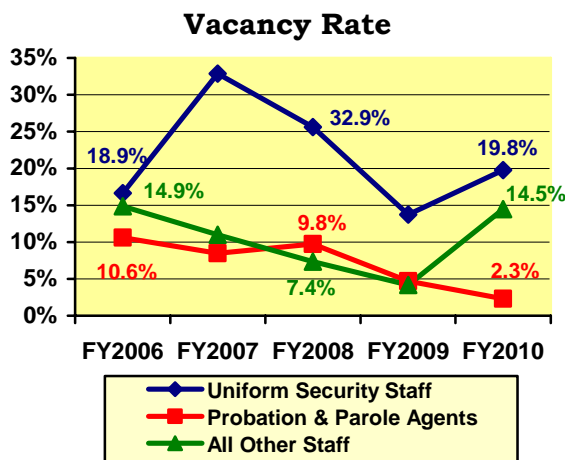
The average daily population (ADP) for WDOC inmates for FY10 was 2,058- a slight increase from 2,033 in FY09. Approximately 252 of those inmates were housed in non-department facilities, including adult community corrections centers, county jails, as well as a 100-bed secure treatment facility in Casper. The ADP for offenders currently under WDOC supervision for probation and parole for FY10 is 6,322. For FY10, there were 812 inmate intakes with 810 inmate terminations; 3,196 probation intakes with 3,049 probation terminations; and 364 parole intakes with 417 parole terminations. In addition to offenders, WDOC serves victims, families, and the public. The entire State of Wyoming is potentially served by WDOC.

PRIMARY FUNCTIONS OF THE WYOMING DEPARTMENT OF CORRECTIONS:

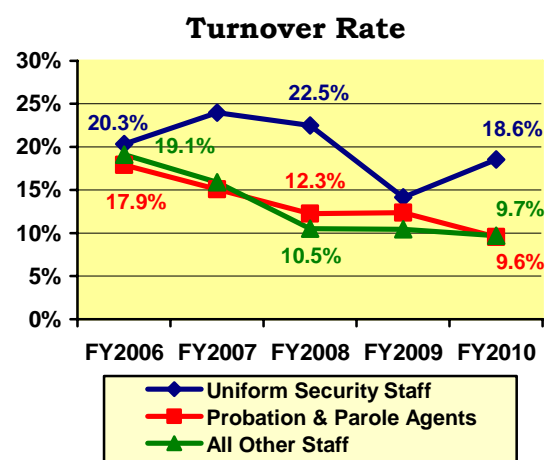
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based "best practices," WDOC actively provides offenders opportunities to become law-abiding citizens.
- **Case Management:** WDOC utilizes a structured process of assessing an offender's risks and needs in order to target areas for treatment and intervention.
- **Correctional Standards:** WDOC adheres to standards within the corrections profession that ensure the safety and security of staff, offenders, institutions, and the public while providing for the professional management of offenders.
- **Good Stewardship:** WDOC develops partnerships with victims, community members, public agencies, and private agencies to better meet the department's mission in a meaningful and cost-effective manner.

PERFORMANCE MEASURE #1: The percentage of vacant positions within the agency (Vacancy Rate) and the percentage of employee turnover (Turnover Rate).

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Note: The vacancy rate is the percentage of vacant positions determined by the average number of vacant positions divided by the total positions authorized.



Note: The turnover rate is the percentage of employee turnover determined by the total vacancies created divided by the total positions authorized.

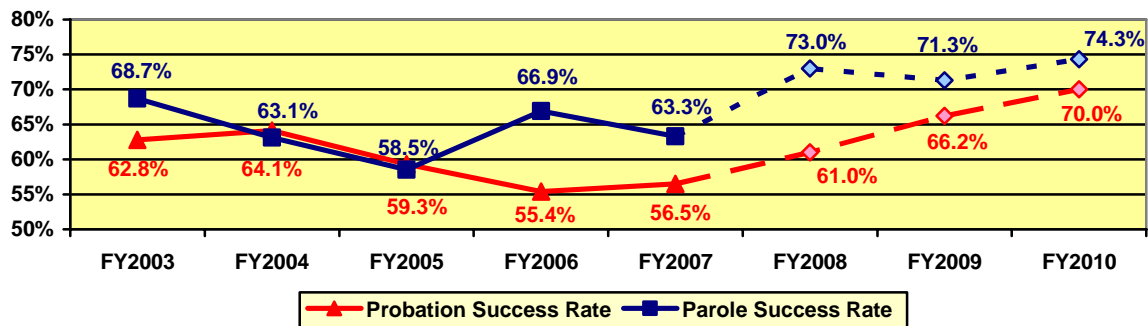
Story Behind the Last Year of Performance: The vacancy rate is a measure of the authorized positions that remain unfilled because of employee separation or the allocation of new positions. Lower vacancy rates show WDOC's ability to recruit and fill positions. The vacancy rates for FY10 show a continued decrease for probation and parole agents, but steep increase for all other staff. This is due largely to the addition of over 350 new positions for the new prison in Torrington. Even with this addition, the vacancy rate for uniform security staff is lower than it was two years ago. The turnover rate shows the rate at which employees are leaving WDOC. Lower turnover rates show WDOC's ability to retain staff. The turnover rates for FY10 reflect a decrease in the number of staff leaving WDOC overall, but an increase among uniform security staff. The difficulty in recruiting and retaining security staff remains a challenge for the department, but the current economic situation in the state and nation makes WDOC positions attractive jobs when compared to other correctional agencies.

The nation-wide trend of shortages for security staff continues, though several states are laying-off correctional staff. WDOC has been aggressively recruiting staff with prior correctional experience from other states. The ability to attract and retain staff is necessary for the safe and efficient operation of correctional facilities, field offices, and department operations. Both the aggressive recruitment efforts of the department (largely enabled by an appropriation from the Legislature) and the downturn in the economy, which makes stable jobs desirable employment, contribute to the success of these measures.

What has been accomplished? The department has established staffing standards to ensure the adequate complement of staff to offender/inmate ratios. Recruiting efforts have been aggressive and proactive, focusing on potential employees with prior corrections experience, those exiting the military, and high school and college students with an interest in careers in criminal justice. The department conducted 15 recruiting trips in 7 states in FY10, conducted over 24 testing sessions in Wyoming, and has hired 459 new employees, including 322 POST certified staff. The department has begun to focus on retention efforts, seeking to keep current staff. WDOC has worked to ensure that staff salaries, especially those in the correctional series, are adequate. The POST certification of correctional officers has helped to professionalize the correctional staff series. WDOC has established new policies that allow for flexibility in setting staff work schedules. Retention efforts have focused on supervisor training, increased in-service training, the on-boarding process for new staff, certification of staff, and mentoring of staff at all levels.

PERFORMANCE MEASURE #2: The percentage of probationers and parolees who successfully complete supervision and do not return to the WDOC within three years of release from supervision.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Data points for FY2008 through FY2010 are subject to revision and will be adjusted accordingly with time to reflect the percentage of offenders who do not return to WDOC within 3 years of release from supervision.

Story Behind the Last Year of Performance: The success rates for FY07 are worth considering as they become definitive numbers this year. FY07 marks a slight increase from FY06 for the success rate of probationers while also showing a slight downturn for that of parolees. High vacancy rate (8.5%) and high turnover rate (15.1%) continued during that time for probation and parole agents and may have contributed to the lower success rate for offenders. The FY10 success rates for parolees and probationers have increased from FY09. While trends appear to be improving, those success rates continue to be subject to revision until the offender has passed three years after release from supervision without returning to the WDOC.

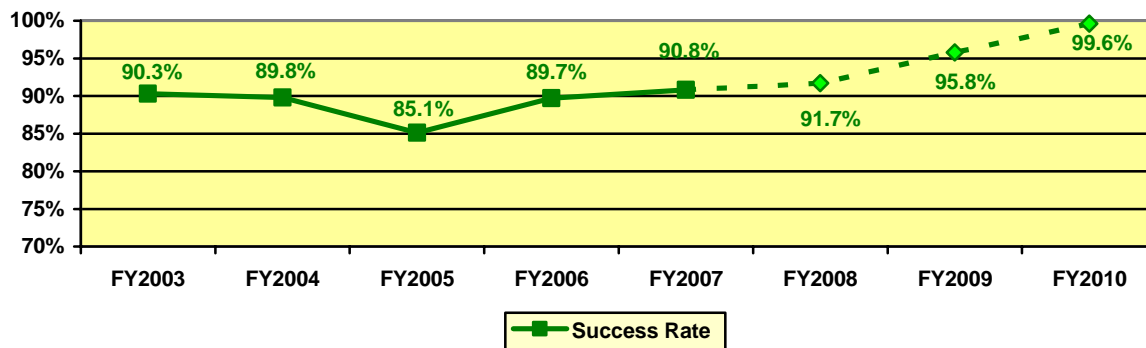
Challenges faced for community supervision continue to involve increased numbers of offenders under supervision and a turnover rate of 9.6% for field staff in FY10. Workload demand continues to reflect high numbers of Presentence Investigations ordered by Courts and placement investigations from the Board of Parole, a rise in high risk offenders supervised under enhanced standards, and the need to recruit, hire, train and provide a professional career path for staff. However, success rates within the community for both probation and parole offenders are mostly impacted by offender substance abuse behaviors (*i.e.*, approximately 80% of offenders under supervision have substance abuse issues).

What has been accomplished? The primary challenge for community supervision has been to maintain offender success rates with demanding workloads and static resources. To address these challenges, evidence-based practices focusing on providing positive incentives, recognizing and responding to specific behaviors, and utilizing motivational interviewing to achieve long term behavior change have been initiated. This is operationalized through assessing, actuarial risk/need, targeting interventions based on criminogenic needs and predictors of recidivism, increased positive reinforcement, strengthening pro-social influences, and measuring performance. Supervision strategies focus on public safety, victim protection and restitution, offender accountability, consistent and effective sanctioning, addressing substance abuse issues, reducing offender unemployment, and, most critically, reducing recidivism through behavior modification.

Case plans are developed with offenders to assess motivation for change, identify goals with associated desired behaviors, and to maximize focus on achieving pro-social changes. A matrix to provide guidance for the initiation of positive reinforcement and imposing sanctions has been developed, trained, and shared with community partners. Motivational interviewing, knowledge of change principles, and cognitive behavioral interventions are critical skill sets utilized by staff during community supervision. All of these efforts focus on enhancing staff and community protection while providing opportunity for positive offender change.

PERFORMANCE MEASURE #3: The percentage of inmates who do not return to prison for a new felony conviction within three years of release from the institution.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Data points for FY2008 through FY2010 are subject to revision and will be adjusted accordingly with time to reflect the percentage of inmates who do not return to prison for a new felony conviction within 3 years of release from the institution.

Story Behind the Last Year of Performance: The success rate for FY10 is an incomplete measure as it is defined by those inmates who do not return to prison for a new felony conviction within three years of release from the institution. It is anticipated that the success rate for FY10 will decrease over the next three years as some of those inmate recently released from prison are likely to return under a new felony conviction. WDOC uses a nationally standardized measure of recidivism (*i.e.*, reoccurrence of criminal behavior after intervention by the criminal justice system) as an indicator of inmate rehabilitation. Most offenders returning to prison are returning due to technical violations of parole and not as a result of a new felony conviction. Those offenders who return for non-felony violations of parole are reflected in performance measure #2.

The success rate for FY07 should be considered at this time as this measure becomes fixed this year. The trend shows relative stability in the success rate over time. The downturn in FY05 is likely an anomaly and possibly the result of increasing inmate population levels, greater instability in staffing, movement of inmates out-of-state, and reduced work and program opportunities. As improvements continue to be made in those areas, rehabilitation may potentially be affected. It is remarkable that WDOC has been able to maintain high success rates despite the challenges associated with housing of inmates out-of-state.

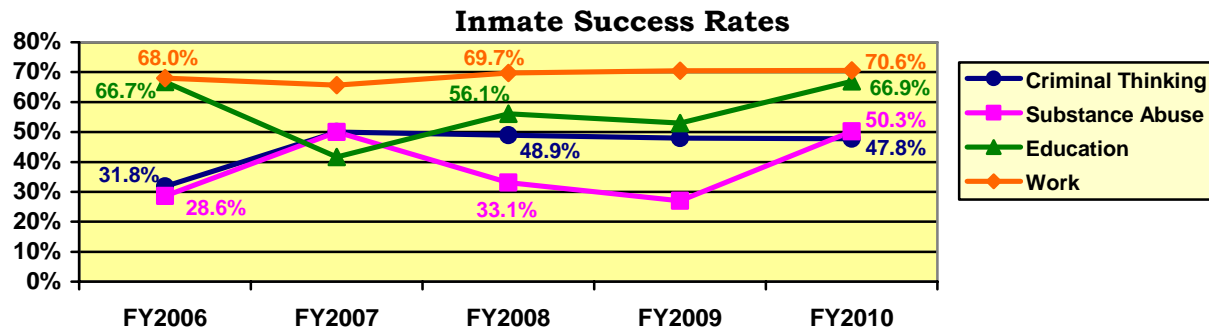
What has been accomplished? The success rate is impacted by the department's ability to provide opportunities and interventions to the inmate population. Individualized case planning remains ongoing and focuses on targeted interventions that are based on the assessed risks and needs of each inmate. By targeting these areas, treatment and intervention have the greatest probability for success and will have the most impact on reducing recidivism.

All inmates have been returned to Wyoming and placed in WDOC facilities. The opening of WMCI has allowed WDOC to focus on individualized case planning that pairs inmate needs with the appropriate treatment or intervention. Continued efforts have also been made to expand inmate employment skills. By increasing the availability of residential substance abuse treatment by nearly 60% and outpatient level of treatment within each facility by over 50% beginning July 1, 2010, the department is positioned to address the correct level of assessed needs of the inmate population. Work is progressing on the implementation of a "Revocation Unit" for offenders recently returned to prison, which will provide intensive outpatient treatment and thereby reducing incarceration periods and associated costs.

PERFORMANCE MEASURE #4: The percentage of offenders with assessed programmatic, education, or work needs who completed the recommended treatment or intervention(s).

Note: Programmatic needs include criminal thinking and substance abuse. Measures reflect treatment received prior to completion of the sentence and currently reflect only inmates who exited without parole.

PRIMARY FUNCTIONS: Rehabilitation; Case Management



Story Behind the Last Year of Performance: Research indicates that targeted interventions are most effective when they are based on individual risk/need assessments. WDOC employs several strategies to facilitate change in behavior based on these assessments. Programs considered most effective in reducing future criminal behavior focus on criminal thinking, substance abuse treatment, education services, and developing positive work skills. This measure is a reflection of inmates who were assessed as having specific risks/needs, who completed programming or interventions, and who exited prison in FY10. It does not include those inmates who are still in prison, receiving treatment, or awaiting placement in treatment.

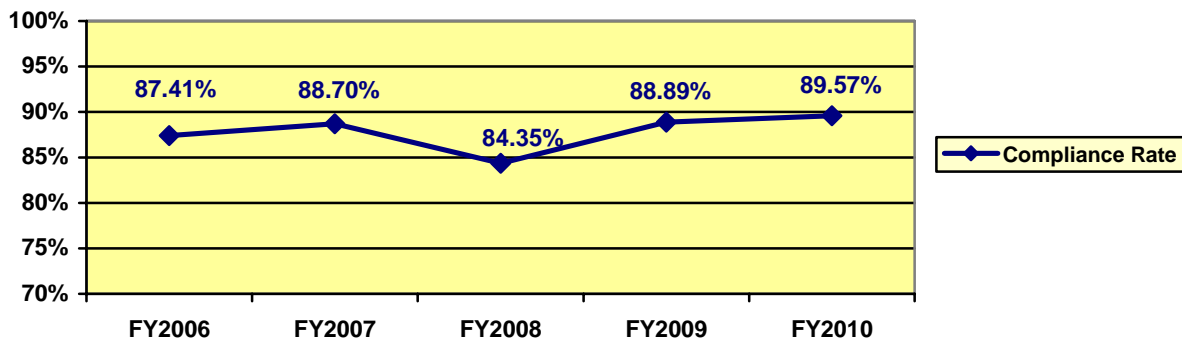
The performance in FY10 shows relative stability in the success rates of inmates with assessed criminal thinking and work needs who completed the recommended treatment or intervention, while showing significant improvement in the success rates for those inmates with assessed needs in education and substance abuse. There are still some inmates who do receive some treatment but do not complete the full program that are not included in the various success rates. Overall, the number of inmates completing needed programming has increased. It should be noted that data calculation was changed this year to include the success rates of inmates who parole (in addition to those who complete their sentence). With the return of inmates to Wyoming, greater opportunity exists to ensure program completion, but assessed need exceeds current capacity to deliver treatment.

What has been accomplished? During FY10 all inmates housed out-of-state were returned to WDOC facilities following the opening of WMCI. This increase in population required additional services to be developed. WDOC met this challenge by ensuring every inmate was assessed upon return and was identified for placement in the appropriate programs. With the return of inmates to Wyoming and the increase of treatment capacity, greater opportunity exists to ensure program completion. Even with substantial increases in treatment capacity, the number of inmates currently in the system needing substance abuse treatment will continue to push the capacity of the department to deliver needed services.

Based on a review of treatment needs for the inmate population, WDOC is now able to focus on enhanced interventions of those inmates who are at greater risk for recidivism. The expanded services will enable us to dramatically increase the percentage of those receiving appropriate intervention. Our education equivalency ratings exceed the national average for correctional systems. Education along with focused vocational aptitude testing and training opportunities should increase the likelihood of successful job placements upon prisoner re-entry. WDOC is now poised to expand its role to provide inmate training in Wyoming specific job opportunities such as welding, waste water certification, heavy equipment operation, as well as construction trades. By combining all components of these targeted inventions, a seamless transition back into society can be realized.

PERFORMANCE MEASURE #5: The percentage of compliance with correctional audit standards.

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Story Behind the Last Year of Performance: The corrections profession has established multiple standards as “best practices” within the corrections environment. The American Correctional Association (ACA) has a certification process that measures the performance of an agency against the industry standards. WDOC continues to work toward the ACA accreditation process. To otherwise measure compliance with best practice standards, WDOC conducts multiple internal and external audits. By continuing to compare the average compliance rate of various audits, the department is able to measure how well it is doing in meeting identified correctional standards.

The overall compliance rate for FY10 shows continued improvement. Data from individual audits shows relatively high compliance rates for *Classification* audits (98.7%), *Education* audits (98.7%), *Emergency Preparedness* audits (96.5%), *Security* audits (93.3%), and *Industries* audits (93%). The *Environmental Health and Safety* audits (80.2%) and *Case Management* audits (76.3%) scored lower on average. Audit scores were highest, on average, at WHCC (93.36%), followed by WWC (91.59%), WHF (90.64%), WSP (82.14%), and WMCI (71.64%). WMCI audit scores are a bit misleading as the only scores provided were for *Environmental Health and Safety* audits. Otherwise, WMCI is conducting internal audits to review compliance with standards. It is not uncommon to identify more deficiencies at a new facility. The identification of corrective actions across all audits is an important part of remedying deficiencies and changing culture to foster best practices. Compliance with correctional standards has become an expected norm within the culture of WDOC correctional facilities and contributes to the success of the department in this performance measure.

What has been accomplished? WDOC has continued efforts toward ACA accreditation and the processes associated therein. Through internal and external auditing the department’s performance in demonstrating correctional best practices continues to improve. In order to maintain compliance with correctional standards, the WDOC utilizes an extensive tracking system of deficiency items discovered during the audit process. This system focuses on staff development and identifies crucial accomplishments and deficiencies. The result of the audit information provides greater compliance with nationally recognized correctional practices thereby reducing required corrective actions. Such measures should reduce liability, enhance safety for staff and inmates, and promote the successful inmate reentry process in cost effective manner. The trend shows continued commitment toward accountability. Compliance to professional standards has become the norm and professional performance the expectation.

In preparation for the ACA accreditation process, WDOC has worked to develop numerous mandatory policies needed to enhance compliance. This process requires a minimum of one year compliance with these standards prior to requesting accreditation. The Department is preparing for its first accredited facility, with others to follow. Though the percentage of growth in the compliance rate appears minimal, the standards by which it is measured have substantially increased.

Wyoming Department of Corrections Organizational Chart

August 2010

